

CALIFORNIA STATE AGENCY
INTERAGENCY COORDINATION & COLLABORATION
FINAL RETREAT REPORT

OCTOBER 30-31, 2008
UC DAVIS

SPONSORED BY:

GOVERNOR'S OFFICE OF PLANNING AND RESEARCH
AND
CALIFORNIA DEPARTMENT OF TRANSPORTATION

This summary was developed by facilitators LeRoy Graymer and Carolyn Penny, Julia Lave Johnston (Governor's Office of Planning and Research), and note takers Karen Beardsley (UC Davis) with additional notes from Katie Benouar (California Department of Transportation) and Anna Marie Young (Governor's Office of Planning and Research).

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I. Retreat Context and Participants

On October 30 and 31, 2008, 31 participants from multiple state agencies gathered at UC Davis to discuss the importance of state interagency collaboration and coordination. The retreat, hosted by Caltrans and OPR, was convened to improve the state's ability to address a myriad of challenges including, implementation of AB 32, SB 375, and SB 732 which creates the Strategic Growth Council and articulates the Council's roles and responsibilities.

Participants were from agencies and departments whose functions intersect the areas of infrastructure (transportation, housing, water, and energy), natural resource management and planning, land use, mobility, health, and climate change. Most of these professionals have had prior experience with efforts to enhance collaboration among state agencies through cross-cutting policy and planning efforts and activities.

This report is intended to summarize the discussion and next steps from the October 30-31 retreat. The summary is intended as a recap for the people who participated. Recognizing that interagency collaboration and coordination necessitate engagement by many people, the summary is also intended as an entry to the conversation for people who did not attend.

For a list of participants in the October 30-31 retreat, please refer to section VIII.

II. Retreat Agenda

Retreat Objectives:

- 1) Identify opportunities and challenges for improved interagency collaboration and coordination.
- 2) Identify strategies that take advantage of current opportunities and that make interagency coordination routine and permanent.
- 3) Rank the identified strategies.
- 4) Identify next steps and structures needed to launch the strategies.

October 30

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| Opening Session |
| Retreat Expectations |
| Opportunities and Challenges for Improving Interagency Collaboration & Coordination |
| Lunch |
| Report Back from Morning Break-Out Sessions |
| Strategies for Improving Interagency Collaboration & Coordination |
| Reception |
| Dinner with Strategic Growth Council |
| Dessert and Speaker John J. Kirlin, Executive Director, Delta Vision |
| Adjourn |

October 31

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|---|
| Continue Identification of Strategies |
| Next Steps to Further Develop & Identify Implementation Strategies and Priorities |
| Closing Session |

III. Retreat Purposes and Goals

a. Cynthia Bryant's Retreat Objectives

Cynthia Bryant, Director of the Governor's Office of Planning and Research, welcomed all participants and summarized her goals for the retreat.

- Land use and resource planning play a large role when it comes to addressing many of the statewide challenges we face, from greenhouse gas reduction to congestion relief, and from flood protection to affordable housing.
- We need to be able to demonstrate how bond money distribution and other routine statutory responsibilities meet the state's goals.
- There is a growing awareness among agencies and departments that they cannot meet the challenges facing them if they continue to operate in isolation.
- Land use authority is at the local level, but the state can influence land use decisions by coordinating infrastructure bond expenditures, grant monies, and state planning and development activities.
- Improved interagency coordination will allow this administration to more effectively and efficiently reach its goals and thereby accomplish more for less.
- We need universally acknowledged goals combined with tools to measure statewide progress towards this Administration's goals.
- We need better intergovernmental coordination, and in order to provide effective guidance to regional and local governments, the state needs to more clearly define how state agencies will work with each other and with local governments.
- State agencies can provide leadership to help achieve the Governor's goals.
- This retreat can develop recommendations for how the Strategic Growth Council (SGC) is structured and how it functions to meet its objectives.
- No comprehensive processes are in place to encourage collaboration between state agencies (hence the "Silo Challenge")—how do we break out of these?
- The State needs a better system for ongoing collaboration (so if people leave, we still have continuity).
- The Governor doesn't view his work as just what he can do for the next two years, but as a set up for transition into the next Governorship, so it is seamless, setting up a system that will help California in the long run.

b. Strategic Growth Council Objectives

The results of this retreat will be shared with the Strategic Growth Council when SB 732 goes into effect January 2009. The SGC objectives are as follows:

The SGC is charged with developing a process to coordinate state agency activities so they assist and support the planning and development of sustainable communities which strengthen the economy, ensure social equity, and enhance environmental stewardship. These activities include:

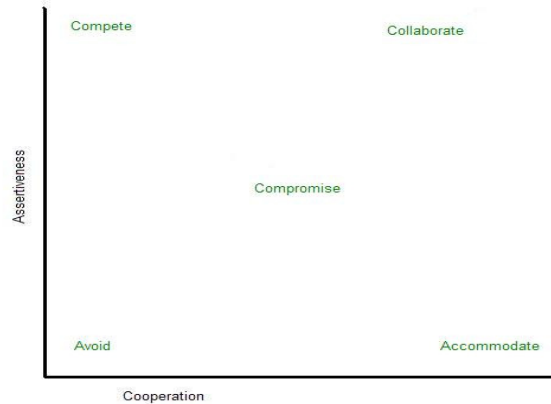
- Improving air and water quality;
- Protecting natural resource and agricultural lands;
- Increasing the availability of affordable housing;
- Improving infrastructure systems;
- Revitalizing urban and community centers; and,
- Assisting state and local entities in meeting AB 32 goals.

The structure of SGC must support the following activities required by SB 732:

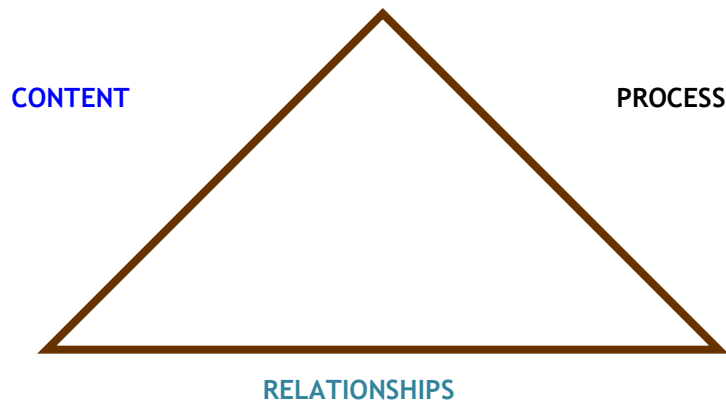
- Coordinating member agencies' funding activities and programs;
- Reviewing and commenting on the state's five-year infrastructure plan (see Government Code section 131000) and the Governor's Environmental Goals and Policy Report (EGPR) (see Government Code section 65041);
- Recommending policies and investment strategies and priorities to the Governor, Legislature, and to appropriate state agencies.
- Providing, funding, and distributing data to local governments and regional agencies to meet SGC goals.

IV. Models for Attaining Retreat and Collaboration Success

- Thomas Kilmann's model for successful collaboration



- There are five conflict-handling modes distributed on axes of Assertiveness and Cooperativeness:
 - *Competing*: High assertiveness and low cooperativeness. The goal is "to win."
 - *Collaborating*: High assertiveness and high cooperativeness. The goal is "to find a win-win solution."
 - *Compromising*: Moderate assertiveness and moderate cooperativeness. The goal is "to find a middle ground."
 - *Avoiding*: Low assertiveness and low cooperativeness. The goal is "to delay."
 - *Accommodating*: Low assertiveness and high cooperativeness. The goal is "to yield."
- Success means achieving Collaboration (highest on both scales) as often as possible.
- Content/Process/Relationships Triangle



- A successful workshop and any successful collaboration requires attention to content, process, and relationships.
- When any side of the triangle is diminished, the whole effort is impacted. Conversely, thoughtful enhancement of any part of the triangle helps the whole effort.

V. Why Collaboration?

- Collaboration saves time and money and improves outcomes; it allows us to accomplish more for less. Examples of successful collaboration include:
 - Caltrans loaned a cement expert to ARB for helping develop GHG regulations. Brought industry, and the appropriate science based knowledge to the table.
 - Interregional Water Management Planning
 - Habitat mitigation-interagency model
 - Department of Water Resources sustainability policy
 - Watershed program- collaborative approach to land use and water supply
- The greatest opportunities for collaboration are created by the difficult challenges we face. It is only by working together that we can hope to make real progress.
- Use the implementation of AB 32 as a means for building collaboration. Addressing climate change requires interagency cooperation and collaboration.
- We need collaborative planning so that environmental, community, and economic goals are considered early in the planning process. Anticipation is preferred over mitigation.

VI. Major Themes and Recommendations

Over the two days of the retreat, the participants engaged in large and small group sessions to discuss ways to enhance interagency collaboration and coordination. The following themes, a-g, emerged:

a. Leadership, Authority, Vision and Priorities

- The following laws provide the requirements, authority, and resources, e.g.:
 - AB 32 requires California to reduce its GHG emissions
 - SB 375 requires regions to plan to meet VMT reduction targets
 - Prop 84 provides regional and local planning funds
 - SB 732 creates SGC and assigns its functions
 - Successful implementation of all of these laws require collaboration
- Strong executive vision/leadership are vital and include:
 - Defined goals, objectives, and sustainability criteria
 - Defined state planning principles
 - A common voice for the state
- The SGC needs to develop a clear vision that will guide its actions and the actions of other state agencies and departments, and provide consistent guidance for regional and local governments.
- The SGC's goals/planning principles need to be translated for each department. Need a clear definition of roles and responsibilities for each department.

b. Cross-Cutting Initiatives

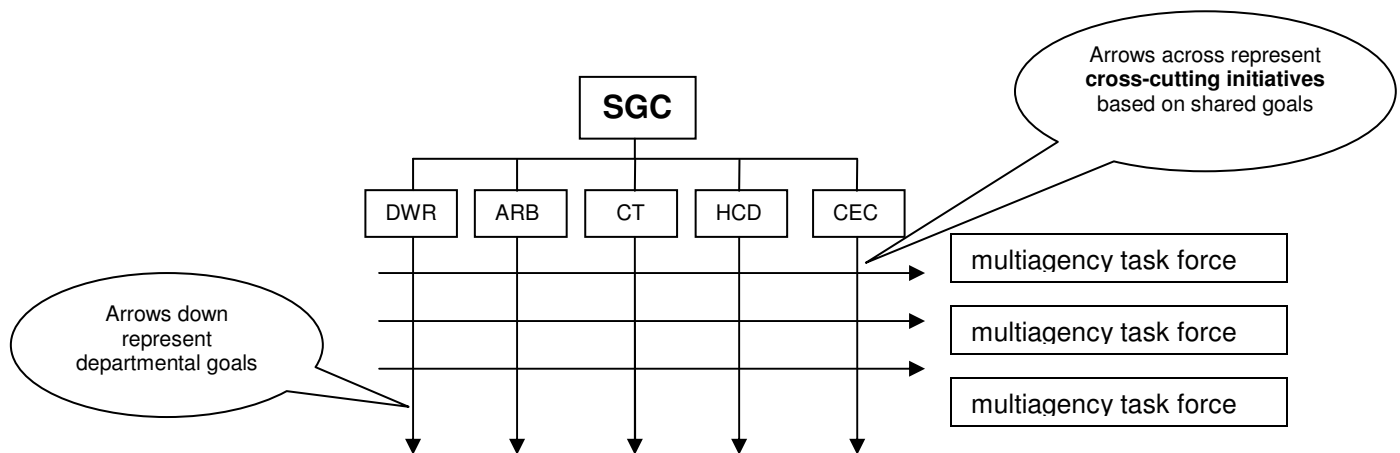
- The SGC should identify and support multi-agency cross-cutting initiatives that work to meet shared goals.
- The SGC should build on existing cross-cutting initiatives and efforts, e.g.:
 - Climate Action Team
 - Regional Blueprints Program
 - California Principle Initiative/McDonough 100

- Integrated Regional Water Management Planning
 - Economic “Green Stimulus” Package
 - Eco-efficient funding model
 - CA Transportation Plan Policy Advisory Committee
 - California Water Plan Advisory Committee
 - California Adaptation Working Group
 - Great Places Management Group
 - Santa Ana River project
 - Livable California Pilot (SANDAG)
- Analyze the Climate Action Team (CAT) structure and process to see what was effective and what promote interagency collaboration. There were some pitfalls, but it can be an example of using grand initiatives to bring agencies together for common good.
 - Expertise sharing has been a positive outcome
 - Sub-committees helped provide effective interagency communication
 - Individuals were empowered to participate and were allowed to speak for their organizations
 - Need a well-defined task and team members who possess the necessary skills for the tasks
- The SGC should provide the needed tools, data, and funding to carry out multi-agency initiatives.
- Improving public health is an example of an initiative that requires interagency collaboration. The only way to accomplish the state’s public health agenda is to improve the environment; improvement of the environment links public health to other agencies’ objectives and thus provides an opportunity for collaboration.
- Plan land use and transportation projects so that they involve all impacted agencies early in the planning process. This will result in a more integrated land use, environmental conservation, and transportation systems, creating a more sustainable California.
- Employ pilot projects to demonstrate what success looks like and identify best practices. The implementation of the Department of Conservation’s state agency community solutions team could be a potential pilot method.
- Potential cross-cutting initiatives that could be coordinated by the SGC include:
 - A statewide integrated model (scenario based) that addresses economic, transportation, and land use issues to better understand the comprehensive impacts of policy decisions.
 - Regional Blueprints
 - Great Places Management Team
 - Coordination of bond expenditures
 - Land use and climate policy for the CAT

c. Cross-Cutting Structures

- The SGC needs to develop a flexible governmental framework that helps state agencies and departments work together, and rewards them for doing so. It is not necessary to eliminate or restructure agencies and departments or their basic missions.
- Under a matrix organization model, the SGC would oversee multiagency cross-cutting initiatives. A multiagency task force, similar to the Climate Action Team, would address an issue or initiative. The SGC would create the task force composed of the appropriate experts from various agencies and departments, depending on the prioritized task at hand. The task force then makes recommendations to the SGC.

Matrix Organization Chart



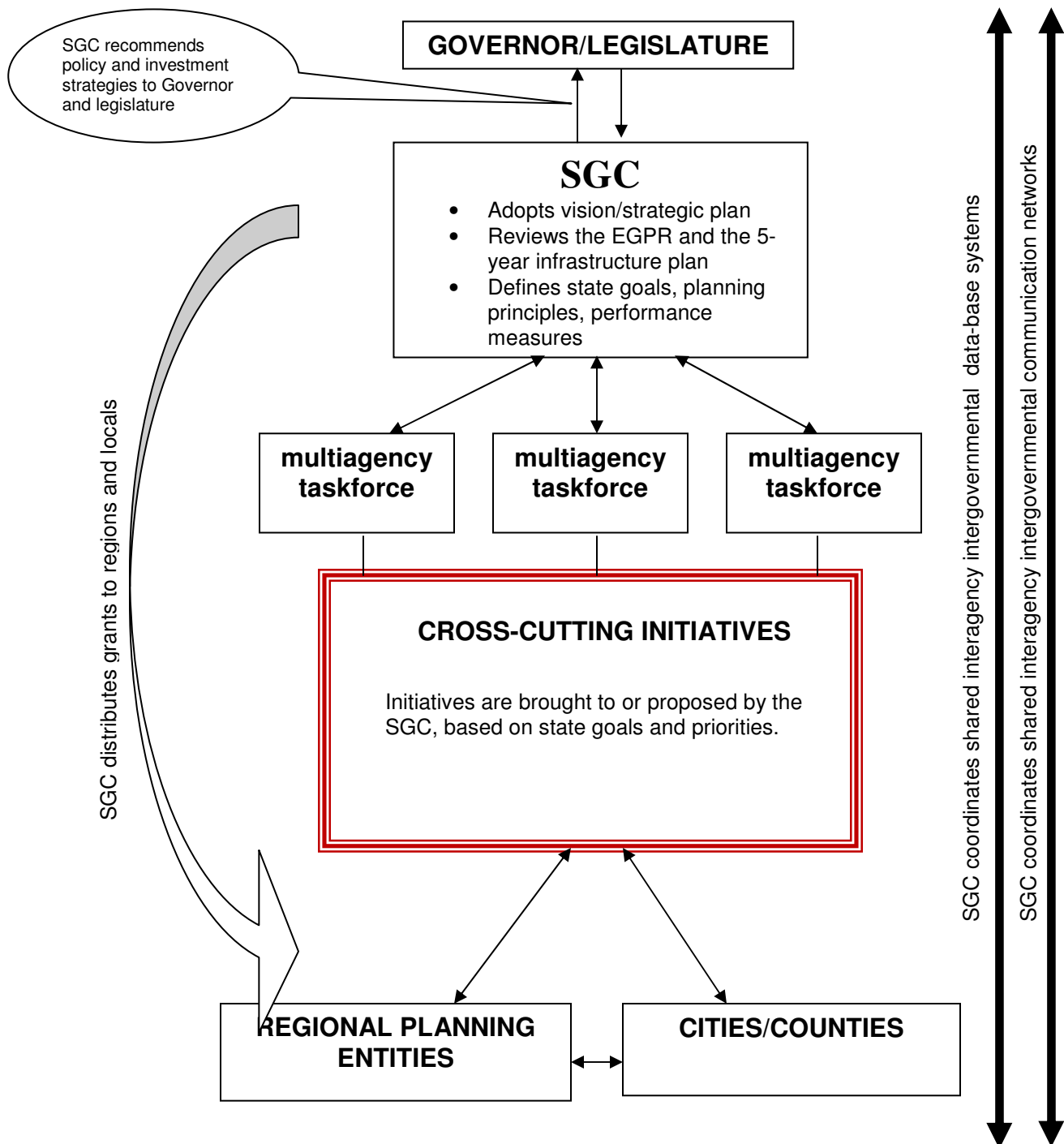
Key ingredients needed to successfully carry out cross-cutting initiatives include:

- strong executive vision/leadership (clear measurable goals for the initiative),
- funding/resources
- technical assistance
- stakeholder buy-in (sense that the dept will get something by participating in the initiative)
- transparency throughout the process (communications)

- In order to provide structural support for cross-cutting initiatives, SGC should:
 - Provide common, cross-functional, collaborative workspaces, such as, shared data-bases and communication systems.
 - Develop a system to allow for more funding flexibility so funds can be easily transferred between project planning and project implementation, and between divisions, departments, and agencies.
 - Identify key state planning principles.
 - Define state goals, priorities, and statewide performance measures
 - Build internal and external stakeholder support
 - Develop a mechanism to bring expertise to projects in a systematic manner
 - Think about career paths for interagency collaborative staff.
 - Develop a screening tool, checklist, or other mechanism that agencies and departments could refer to when implementing policies/procedures to see who they should collaborate with and how the policy or procedure may impact or conflict with other agencies' policies and goals.
 - Develop a mechanism/process to resolve competing agency goals or objectives.

Concept Diagram for Strategic Growth Council

Coordinating State Policies and Programs and Other Statutory Duties



d. Financing, Incentives, Resource Sharing and Accountability

- The SGC should establish measureable targets and common performance measures that reflect state priorities, across all state agencies and governments, and utilize them when developing grant criteria and making funding decisions.
 - Grant criteria should be consistent with other existing programs like the Regional Blueprints program.
 - Link funding grant criteria to SGC metrics/targets (including existing State Planning Principles 65041.1).
- The SGC should require state agencies, as well as regional and local governments that receive state money to report back on progress of meeting state goals and share any data developed with state resources.
- Plans that are well developed and justified can build broader support for bond funding.
- SB 732 grant money provides opportunities for collaboration to support state priorities such as:
 - Provide assistance for technical capacity building at local level. E.g. Grant money could help implement the Department of Conservation's State Agency Community Solutions team.
 - Carve out (5-10%) to fund "catalytic projects" which reach above and beyond state goals.
 - Leverage additional revenue sources, including public/private partnerships and federal funding to fund cross-cutting initiatives.
 - Require evaluation of funding effectiveness at project/program level (with accountability).
- If we want funding flexibility, we must address the underlying structures that create barriers, e.g. funding earmarks with narrow requirements create barriers to collaboration and programs that involve diverse entities.
- Need for significant changes in how budgeting is done in the State.
 - Find ways to highlight cost savings from collaboration.
 - More of a life-cycle approach or long term cost-benefit analysis is needed when approving projects and funding.
 - Quantify cost savings of long term plan alternatives that are anticipatory/adaptive so they can be compared to the mitigation costs of the other alternatives.
 - Need flexibility to move funds and staff among programs and departments
 - Prop 84 limits funding to 5% admin, but up to 10% can be used for other things such as planning.

e. Communications – Intra and Interagency; and Intergovernmental

- The SGC should help coordinate interagency and intergovernmental communications systems. Building networks helps bring about transitions and opens up opportunities for collaboration.
- There is a need for intra and interagency communication to more effectively coordinate. This communication needs to take place
 - At policy level
 - At staff level (technical level)
 - And between the policy and staff level
- State Agencies need to:
 - Identify and understand shared challenges and opportunities.
 - Share intellectual assets and knowledge.
 - Explore utility/economy/synergy of working together on common initiatives.
 - Identify co-benefits so that the State knows where to direct its investments and resources (e.g. if an initiative helps 4 or 5 agencies better reach their goals than it would have high priority).
 - Update each other on current projects
- SGC decision making process and objectives should be transparent.
- Interagency communication strategies may include:
 - Monthly director's meetings
 - Shared master calendar
 - Monthly newsletters from SGC highlighting accomplishments of departments/agencies
 - Cross-training of employees between agencies
- Communication within departments may include:
 - Monthly directors' newsletters
 - Regular executive staff meetings and internal division meetings
 - Cross-training of employees between departments
- External Communications:
 - Every department should have an external communications plan and a designated staff that should coordinate with other agencies on a regular basis.
 - SGC external monthly newsletter and website
 - Governor's Office communicates well in a variety of media
 - Develop and work with constituent networks, e.g. "Friends of the LA River"

f. Information and Data

- Collaboration is information-driven. There is a distinction between data and information. Information is when data is tied to an outcome.
- Information has to be common to all parties involved in collaborative action. We need to work together to gather and share data. Most of us are embedded in institutions. The information must be transparent, accurate, available, and credible.

- Spatial data is an important element. We need to create spatial data infrastructure and info layers for example a state-wide parcel data layer. With common spatial data, we can make better decisions on several resource and land use issues by understanding how multiple decisions points impact a number of factors.
- A performance-based approach is possible only if relevant data is collected and available in a useful form. We need a solid base of data infrastructure for metrics to work.
- There should be a requirement, that processes or projects that receive state funding must share data with the state.
- Create a Geographic Information Office
 - Consolidate data resources
 - Prioritize state GIS data (such as parcels layer)
 - Set standards
 - Coordinate GIS data with state policy issues
- If state provides data and models, local governments are encouraged to incorporate state goals into their plans.
- Need a good foundation of data to understand tradeoffs and make better informed decisions.
- Good data and information is:
 - Compelling
 - Defensible
 - Based on common assumptions
 - Based on common criteria for data collection and use
 - Transparent

g. Coordinating Regional, Local, and State Planning

- Integrating planning between the three levels of government will result in better outcomes for all.
- Addressing current challenges will take a regional approach.
- Need to re-think how we approach regions. Regions, however, are hard to define and their boundaries often change based on the issue or resource under consideration.
- Regional setting is a good place for discussion of trade-offs.
- State agencies should ask themselves “How can I help the regions be successful?”
- Some state agencies have district or regional offices that support coordination between the state and local level
 - Caltrans has district offices that have close relationships with local entities.
 - Water quality boards
 - Air quality boards
- Take State coordination to the regional table where, state, regions, and locals can meet to discuss shared goals.

- Need performance measures in order to understand regional issues. Blueprint example: MPO's did regional progress report using existing common performance measures.
 - Statewide performance metrics would be useful. SGC should set meaningful performance metrics.
 - Need to work with the regions in developing agreed upon ways to measure progress towards state goals.
- SGC should develop a statewide preferred growth scenario map, informed by regional preferred growth scenarios. State agencies should use this map as a check, when making policy and planning decisions themselves and when providing funds to locals.
 - SGC should identify goals that state agencies can work toward. The state should coordinate to provide the needed tools, data, funding criteria, program design, and best practices so that regional and local government can be partners in reaching these goals.

VII. Next Steps: Ideas Expressed at the Conclusion of the Retreat

- Participants will receive a transcript of the flipcharts. (Completed on November 9.)
- After participants have a chance to review the draft of the flipcharts, they will consider whether to suggest future working sessions.
- Mike Byrne will set up a Google collaborative site. (Completed on November 6.) Participants committed to use this site for calendar function and coordination, information about relevant events, and possibly further uses to help with coordination.
- The facilitators will prepare a final report of the retreat by December 20th. This will be distributed to the participants
- Consider ways to refine the work done at this retreat. (After the Final report is distributed)
- OPR will revise the graphic for possible SGC structure. (This graphic is inserted in the Cross-Cutting Structures section of this report.)(Completed November ?)

VIII. List of Retreat Participants, October 30-31, 2008

| First Name | Last Name | Affiliation |
|-------------------|------------------|--|
| Gregg | Albright | Caltrans |
| Andrew | Altevogt | California Environmental Protection Agency |
| Panama | Bartholomy | California Energy Commission |
| Jim | Bourgart | California Business, Transportation and Housing Agency |
| Joanne | Brandani | Governor's Office of Homeland Security |
| Cynthia | Bryant | Governor's Office of Planning and Research |
| Mike | Byrne | Office of Statewide Health Planning and Development |
| Cathy | Creswell | California Dept. of Housing and Community Development |
| Anthony | Eggert | California Air Resources Board |
| Trina | Gonzalez | California Health and Human Services Agency |
| Kamyar | Guivetchi | California Department of Water Resources |
| Michael | Harris | California State Parks |
| Garth | Hopkins | Caltrans, Division of Transportation Planning |
| Doug | Ito | California Air Resources Board |
| Lynn | Jacobs | California Dept. of Housing and Community Development |
| Kurt | Kaperos | California Air Resources Board |
| Julia | Lave Johnston | Governor's Office of Planning and Research |
| Brian | Leahy | California Department of Conservation |
| Bridget | Luther | California Department of Conservation |
| Chris | Mowrer | California Resources Agency |
| Jay | Norvell | Caltrans, Division of Environmental Analysis |
| Jessica | Pearson | California Department of Water Resources |

| First Name | Last Name | Affiliation |
|-------------------|------------------|---|
| William | Pfanner | California Energy Commission |
| Terry | Roberts | Governor's Office of Planning and Research |
| Will | Semmes | California Department of General Services |
| Joan | Sollenberger | Caltrans |
| Bonnie | Sorensen | California Department of Public Health |
| Luree | Stetson | California Department of Conservation |
| John | Sugar | California Energy Commission |
| Ken | Trott | California Department of Food and Agriculture |
| Cindy | Tuck | California Environmental Protection Agency |

Additional Participants

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|------------|-----------|--|
| LeRoy | Graymer | Graymer & Associates (facilitator) |
| Carolyn | Penny | UC Davis (facilitator) |
| Karen | Beardsley | UC Davis (host—notetaker) |
| Katie | Benouar | Caltrans (notetaker) |
| Elizabeth | Grassi | UC Davis (host/planning/logistics) |
| Michael | McCoy | UC Davis (host) |
| Anna Marie | Young | Governor's Office of Planning and Research (notetaker) |